

Message Text

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ACTION SS-25

INFO OCT-01 ISO-00 /026 W

----- 017851

P R 090125Z SEP 75

FM AMEMBASSY QUITO

TO SECSTATE WASHDC PRIORITY 7125

INFO USMISSION USUN

AMEMBASSY BOGOTA

AMEMBASSY GUATEMALA

AMEMBASSY LIMA

AMEMBASSY MANAGUA

AMEMBASSY MEXICO

AMEMBASSY MONTREAL

AMEMBASSY PANAMA

AMEMBASSY SAN JOSE

AMEMBASSY SAN SALVADOR

AMEMBASSY SANTIAGO

AMEMBASSY TEGUCIGALPA

AMEMBASSY TOKYO

AMCONSUL GUAYAQUIL

C O N F I D E N T I A L SECTION 1 OF 2 QUITO 6666

EXDIS

FOR DEPUTY SECRETARY INGERSOLL AND UNDER SECRETARY MAW FROM
AMBASSADOR MOORE

E.O. 11652: GDS

TAGS: PLOS PFOR EC

SUBJECT: LOS - TUNA DISCUSSIONS WITH ECUADOR

REF: A. QUITO 6671; B. QUITO 6672; C. QUITO 6673

1. SUMMARY: AMBASSADORS BREWSTER, MOORE AND CLINGAN HELD A
ONE DAY MEETING WITH ECUADOREAN AMBASSADORS GARCIA AND
BUSTAMANTE AND MINISTER AYALA TO DISCUSS ARRANGEMENTS FOR
NEW YORK TUNA TALKS AND TO EXCHANGE VIEWS ON SUBSTANCE OF
TUNA ARTICLE FOR LOS TREATY AND ITS IMPLEMENTATION THROUGH
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NEW REGIONAL CONSERVATION AGREEMENT FOR THE EASTERN

PACIFIC. MEETING WENT WELL AND IT WAS AGREED THAT ECUADOR WOULD ASK AMBASSADOR GALINDO-POHL OF EL SALVADOR TO CHAIR TWO WEEK MEETING IN NEW YORK BEGINNING SEPTEMBER 29. PARTICIPANTS IN MEETING WOULD DISCUSS AGREEMENT ON TUNA ARTICLE FOR LOS TREATY AND A REGIONAL TREATY FOR ARTICLE'S IMPLEMENTATION IN THE EASTERN PACIFIC. ECUADOR-EANS AND AMERICANS ALSO EXCHANGED DRAFTS ON PROPOSED LOS TUNA ARTICLE AND DISCUSSED US DRAFT IMPLEMENTING AGREEMENT FOR THE EASTERN PACIFIC. ECUADOREAN SIDE SERIOUS AND SEEMS TO HAVE GREATER FLEXIBILITY ON SUBSTANCE THAN PREVIOUSLY. PRINCIPAL PROCEDURAL PROBLEM IS TIMING, WITH ECUADOREANS LESS POSITIVE ABOUT CHANCE OF CONCLUDING A REGIONAL AGREEMENT IN NEW YORK AND WISHING TO FOCUS PRIMARILY ON LOS ARTICLE. WE ARE ON THE RIGHT AND POSSIBLY ONLY TRACK TO SOLVE THE TUNA DISPUTE BUT THE NEGOTIATIONS MAY TAKE LONGER THAN WE WOULD LIKE. END SUMMARY.

2. AFTER A COURTESY CALL ON SUBSECRETARY OF THE MINISTRY OF FOREIGN AFFAIRS, ERNESTO VALDIVIESO CHIRIBOGA, WHO EXPRESSED HOPE AND OPTIMISM CONCERNING UPCOMING NEW YORK TALKS, AMBASSADORS BREWSTER, MOORE AND CLINGAN MET WITH AMBASSADORS RAFAEL GARCIA AND JOSE BUSTAMANTE AND MINISTER JOSE AYALA FOR SEVEN HOURS OF DISCUSSION FOCUSING LARGELY ON PROCEDURES FOR THE NEW YORK MEETING BUT ALSO TOUCHING ON SUBSTANCE OF ISSUES. AMBASSADOR BREWSTER AND SUBSECRETARY VALDIVIESO HOSTED LUNCH AND DINNER FOR LOS TEAMS. THE VISIT OF AMBASSADORS MOORE AND CLINGAN APPEARED IN THE PRESS AND GOE OFFICIALS SEEMED MORE RELAXED AND CONSTRUCTIVE THAN DURING THE PREVIOUS VISIT OF MOORE AND CLINGAN.

3. ON THE PROCEDURAL SIDE THE FOLLOWING WAS AGREED:
(A) MEETING WOULD BE HELD IN NEW YORK AND WOULD RUN FOR TWO WEEKS FROM SEPTEMBER 29 TO OCTOBER 10;
(B) AMBASSADOR GALINDO-POHL OF EL SALVADOR WOULD SERVE AS CONVENER, COORDINATOR AND CONDUCTOR OF THE MEETING. ECUADOR WOULD IMMEDIATELY INFORMALLY CONTACT AMBASSADOR GALINDO-POHL ON BEHALF OF PERU, ECUADOR, CHILE AND US TO INVITE HIM TO SERVE;
(C) COUNTRIES PARTICIPATING IN TALKS AND INITIALLY INVITED WOULD BE CHILE, PERU, ECUADOR, HONDURAS, GUATEMALA, COSTA
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RICA, NICARAGUA, PANAMA, COLOMBIA, MEXICO, EL SALVADOR, US, AND CANADA. JAPAN WOULD NOT BE INITIALLY INVITED BUT ECUADOR UNDERSTOOD US WOULD ALERT JAPAN OF POSSIBLE INVITATION AND ECUADOR AGREED NOT TO OBJECT (AND TO UNDERTAKE TO GET PERU AND CHILE NOT TO OBJECT) WHEN US PROPOSES JAPANESE INVITATION TO TALKS AT FIRST MEETING ON SEPTEMBER 29. PARTICIPATION OF JAPAN AND NON-PARTICIPATION OF FRANCE WOULD NOT PREJUDICE ISSUE OF MEMBERSHIP IN REGIONAL TUNA

ORGANIZATION.

(D) GALINDO-POHL WOULD BE FORMALLY INVITED WITH NOTE FROM PARTICIPATING COUNTRIES. (TEXT IS BEING SENT QUITO 6671) NOTE TO BE HELD AT ECUADOREAN UN MISSION IN NEW YORK AND PERMANENT REPRESENTATIVE OF THE PARTICIPATING PARTIES INVITED TO SIGN THE NOTE THERE AT BEGINNING OF REGULAR GA SESSION;

(E) US WOULD APPROACH ALL PARTICIPATING STATES BUT PERU AND CHILE TO PROVIDE INFORMATION ON THE NOTE AND THE MEETING. ECUADOR WOULD APPROACH CHILE AND PERU;

(F) MEETING WOULD FOCUS ON AGREEMENT ON LOS TUNA ARTICLE (ARTICLE #53) AND DRAFT CONSERVATION AGREEMENT IMPLEMENTING THE ARTICLE FOR THE EASTERN PACIFIC;

(G) ALTHOUGH THE COORDINATOR WOULD HAVE LATITUDE TO RUN AN EFFECTIVE MEETING THERE WOULD BE NO RESULTS UNLESS AGREED BY CONSENSUS;

(H) THE COORDINATOR COULD INTRODUCE APPROPRIATE TEXTS TO FOCUS THE DISCUSSIONS IF THE PARTICIPANTS AGREED THIS WOULD BE USEFUL;

(I) EACH NATION WOULD SEND ONE OR TWO REPRESENTATIVE WHO WOULD ACT ONLY IN A PERSONAL CAPACITY. IT WAS MADE CLEAR THAT THE US SIDE EXPECTED AMBASSADORS MOORE AND CLINGAN TO PARTICIPATE; AND

(J) ECUADOR AND US WOULD CONTINUE TO BE IN TOUCH PRIOR TO MEETING TO EXCHANGE VIEWS ON A SUITABLE TEXT OR TEXTS FOR GALINDO-POHL TO USE IN FOCUSING DISCUSSIONS. POSSIBILITY OF ANOTHER MEETING BETWEEN ECUADOREAN AND US TEAMS IN NEW YORK IMMEDIATELY PRIOR TO THE OPENING OF THE TALKS WAS NOT RULED OUT.

4. PRINCIPAL PROBLEM ON PROCEDURAL SIDE WAS EXCESSIVE ECUADOREAN CAUTION ABOUT IN PROCEEDING FROM DISCUSSION OF ARTICLE #53 (THE TUNA ARTICLE IN THE LOS SIGNLE NEGOTIATI-
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ING TEXT) TO CONSIDERATION OF SPECIFICS OF A REGIONAL AGREEMENT.

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ACTION SS-25

INFO OCT-01 ISO-00 /026 W

----- 017872

P R 090125Z SEP 75

FM AMEMBASSY QUITO

TO SECSTATE WASHDC PRIORITY 7126

INFO USMISSION USUN

AMEMBASSY BOGOTA

AMEMBASSY GUATEMALA

AMEMBASSY LIMA

AMEMBASSY MANAGUA

AMEMBASSY MEXICO

AMEMBASSY MONTREAL

AMEMBASSY PANAMA

AMEMBASSY SAN JOSE

AMEMBASSY SAN SALVADOR

AMEMBASSY SANTIAGO

AMEMBASSY TEGUCIGALPA

AMEMBASSY TOKYO

AMCONSUL GUAYAQUIL

C O N F I D E N T I A L SECTION 2 OF 2 QUITO 6666

EXDIS

FOR DEPUTY SECRETARY INGERSOLL AND UNDER SECRETARY MAW FROM
AMBASSADOR MOORE

5. ON SUBSTANTIVE SIDE ECUADOR PROVIDED US TEAM ON
PERSONAL BASIS WITH A DRAFT ARTICLE #53 ON TUNA. (DRAFT
SENT SEPTTEL; QUITO 6672.) DRAFT HAD BEEN APPROVED ON
PERSONAL BASIS BY PERUVIAN AND CHILEAN REPRESENTATIVES.
SIGNIFICANT MOVEMENT WAS INDICATED BY ACCEPTANCE OF THE
IDEA OF A REGIONAL CONSERVATION AGREEMENT, ACCEPTANCE OF
TERMINOLOGY (ON PERSONAL BASIS) OF THE EXCLUSIVE ECONOMIC
ZONE AND HIGHLY MIGRATORY SPECIES, AND ACCEPTANCE OF CON-
SERVATION REGULATIONS AS BINDING ON THE COASTAL STATES.
PRINCIPAL SUBSTANTIVE PROBLEMS REMAINING ARE NEED TO ACCEPT
ALLOCATION AND OTHER STANDARDS AS BINDING, WORKING
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OUT APPROPRIATE COASTAL STATE PREFERENCE, AND WORKING OUT
AN ACCEPTABLE VOTING FORMULA FOR THE REGIONAL CONSERVATION
ORGANIZATION. US IN TURN PROVIDED ECUADOR ON PERSONAL
BASIS WITH DRAFTS OF ARTICLE #53 AND OF POSSIBLE IMPLEMENT-
ING REGIONAL AGREEMENT FOR EASTERN PACIFIC. BECAUSE OF
ECUADOREAN SENSITIVITY, WE ASKED THAT THEY, RATHER THAN
WE, COORDINATE VIEWS ON THESE DRAFTS WITH CHILE AND PERU.

6. US PUSHED ECUADOREAN SIDE HARD ON NEED TO HAVE NEW YORK TALKS FOCUS ON A DRAFT REGIONAL IMPLEMENTING AGREEMENT IN ADDITION TO A DRAFT ARTICLE #53. ALTHOUGH RELUCTANT, ECUADOREAN SIDE SEEMED TO YIELD ON POINT AND AGREED TO INCLUDE LANGUAGE IN NOTE TO GALINDO-POHL THAT TALKS WOULD FOCUS ON ARTICLE #53 AND ITS IMPLEMENTATION IN EASTERN PACIFIC.

7. AT ONE POINT ECUADOREAN SIDE MENTIONED POSSIBILITY OF "GENTLEMEN'S AGREEMENT". ON PROBING, THIS SEEMED LARGELY AN EFFORT TO HAVE US GOVERNMENT EXERCISE INFLUENCE ON THE US TUNA INDUSTRY TO BUY LICENSES DURING NEXT TUNA SEASON. THE IMPLICATION IS THAT ANOTHER MEETING MIGHT BE NEEDED IN SPRING OR SUMMER OF NEXT YEAR TO FINALLY RESOLVE THESE ISSUES.

8. COMMENT: TALKS WENT EXTREMELY WELL ON PROCEDURAL ISSUES WITH SOME PROGRESS ALSO MADE ON SUBSTANCE. THE ECUADOREANS SEEM SERIOUS, HAVE FOUND A PROCEDURE FOR TALKS WITH US WHICH THEY LIKE, AND APPEAR MORE FLEXIBLE ON THE SUBSTANTIVE ISSUES THAN WE HAVE PREVIOUSLY OBSERVED. ON TIMING, HOWEVER, THEY EITHER WISH TALKS ON SPECIFICS OF REGIONAL AGREEMENT TO PROCEED MORE SLOWLY THAN WE OR ARE SKEPTICAL ABOUT PROSPECTS OF FIRST MEETING GOING BEYOND AGREEMENT ON ARTICLE #53. ALTHOUGH WE SHOULD DO ALL IN OUR POWER TO MOVE TALKS ALONG, WE SHOULD ALSO BE PREPARED TO WEATHER ANOTHER TUNA SEASON WITH NO AGREEMENTS, AND FOR THIS REASON DEPARTMENT WILL WISH TO FOCUS AGAIN ON INTERMEDIATE PROBLEM. OVERALL COMMENT IS THAT THE TALKS ARE PROCEEDING WELL SO FAR AND THAT WE ARE ON THE RIGHT TRACK TO SOLVE THE MORE THAN TWENTY YEAR OLD DISPUTE. FINAL RESOLUTION, HOWEVER, MAY WELL TAKE ONE OR MORE SESSIONS BEYOND THE NEW YORK MEETING AND IT IS CONFIDENTIAL

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CRITICAL THAT WE NOT PERMIT A SEIZURE-RESPONSE SYNDROME TO DESTROY THE MOMENTUM. SIMILARLY WE MUST BE UPBEAT ABOUT SOLVING THE ISSUE AT THE NEW YORK MEETING.

9. FOR USUN. IF DEPARTMENT CONCURS, PLEASE INFORM AMBASSADOR ZULETA OF GENERAL OUTLINES OF PROCEDURAL UNDERTAKING AND SEEK TO CONFIRM FACILITIES FOR MEETING BEGINNING SEPTEMBER 29. ALSO, PLEASE SIGN NOTE JOINTLY AGREED BY US AND ECUADOREAN TEMAS INVITING GALINDO-POHL TO SERVE AS COORDINATOR OF TALKS. NOTE SHOULD BE AT ECUADOREAN MISSION TO UN AND SHOULD BE SENT ABOUT SEPTEMBER 16.

10. FOR TOKYO. IF DEPARTMENT CONCURS; PLEASE INFORM AMBASSADOR OGISO OF GENERAL OUTLINES OF PROCEDURAL UNDERTAKING.

TAKING AND THE CONTENT OF THE ECUADOREAN-PERUVIAN-CHILEAN REVISED DRAFT OF ARTICLE 53. WE HOPE JAPAN WILL HAVE A TEAM PRESENT IN NEW YORK AT TIME OF TALKS IF INVITATION IS EXTENDED. YOU SHOULD INDICATE THAT WE PRESSURED HARD AND REPEATEDLY FOR JAPANESE INITIAL INVITATION BUT ECUADOREAN REPRESENTATIVES WOULD NOT AGREE. WE EXPECT, HOWEVER, THAT ECUADOR WILL NOT OBJECT WHEN US SEEKS AGREEMENT TO INCLUDE JAPAN EARLY IN TALKS. PLEASE ALSO CONVEY TEXT OF US PERSONAL DRAFTS ON ARTICLE #53 AND PROPOSED IMPLEMENTING AGREEMENT FOR EASTERN PACIFIC AS GIVEN TO ECUADOR (QUITO 6673), AND MAKE POINT THAT US WOULD WELCOME COMMENTS ON TEXT BEFORE THE NEW YORK MEETING. US TEAM WOULD BE HAPPY TO DISCUSS THE DETAILS WITH AMBASSADOR OGISO ON HIS ARRIVAL IN NEW YORK THE WEEK OF SEPTEMBER 15.

1. FOR BOGOTA, GUATEMALA CITY, MANAGUA, MEXICO CITY, MONTREAL, PANAMA CITY, SAN JOSE, SAN SALVADOR AND TEGUCIGALPA: IF DEPARTMENT CONCURS, PLEASE PROVIDE HOST GOVERNMENTS WITH TEXT OF ECUADOREAN NOTE INVITING GALINDO-POHL WHICH WAS AGREED BY US AND ECUADOR. INDICATE THAT THEIR PERMANENT UN REPRESENTATIVES ARE INVITED TO SIGN THE NOTE WHICH WILL BE AVAILABLE IN THE ECUADOREAN MISSION TO THE UN ON SEPTEMBER 15, SO THAT THE NOTE CAN BE SENT ABOUT SEPTEMBER 16. PLEASE ALSO CONVEY TO HOST GOVERNMENTS FIRM DATES FOR THE MEETING, US HOPES THAT THEY WILL PARTICIPATE WITH END OF RESOLVING ISSUES (ON PERSONAL BASIS), AND THAT THE FOCUS OF TALKS WILL BE ON BOTH ARTICLE #53 OF SINGLE CONFIDENTIAL

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NEGOTIATING TEXT AND THE SPECIFICS OF IMPLEMENTING A NEW TUNA CONSERVATION AGREEMENT FOR THE EASTERN PACIFIC.

12. FOR TUCKER SCULLY AND ROGER HULL (D/LOS) AND AL WILLIAMS (ARA), PLEASE SEEK DEPARTMENT CONCURRENCE ASAP.

13. DETAILED MEMCON OF MEETING WILL BE PROVIDED TO DEPARTMENT IN NEXT FEW DAYS.

14. AMBASSADORS MOORE AND CLINGAN WOULD LIKE TO THANK AMBASSADOR BREWSTER AND EMBASSY OFFICERS EDWIN G. CORR AND DAVID PASSAGE FOR THEIR ASSISTANCE.
BREWSTER

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Message Attributes

Automatic Decaptioning: Z
Capture Date: 01 JAN 1994
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: TUNA, DIPLOMATIC DISCUSSIONS
Control Number: n/a
Copy: SINGLE
Draft Date: 09 SEP 1975
Decaption Date: 28 MAY 2004
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Authority: SmithRJ
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 28 MAY 2004
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1975QUITO06666
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Film Number: D750310-0813
From: QUITO
Handling Restrictions: n/a
Image Path:
ISecure: 1
Legacy Key: link1975/newtext/t19750970/aaaacjym.tel
Line Count: 323
Locator: TEXT ON-LINE, ON MICROFILM
Office: ACTION SS
Original Classification: CONFIDENTIAL
Original Handling Restrictions: EXDIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 6
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: EXDIS
Reference: 75 QUITO 6671, 75 QUITO 6672, 75 QUITO 6673
Review Action: RELEASED, APPROVED
Review Authority: SmithRJ
Review Comment: n/a
Review Content Flags:
Review Date: 06 MAY 2003
Review Event:
Review Exemptions: n/a
Review History: RELEASED <06 MAY 2003 by BoyleJA>; APPROVED <25 SEP 2003 by SmithRJ>
Review Markings:

Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
06 JUL 2006

Review Media Identifier:
Review Referrals: n/a
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
Secure: OPEN
Status: NATIVE
Subject: LOS - TUNA DISCUSSIONS WITH ECUADOR
TAGS: PLOS, PFOR, EFIS, EC, US
To: STATE
Type: TE
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 06 JUL 2006